

For the People,

By the People

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*The Relocation of
North Bonneville.*

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Introduction

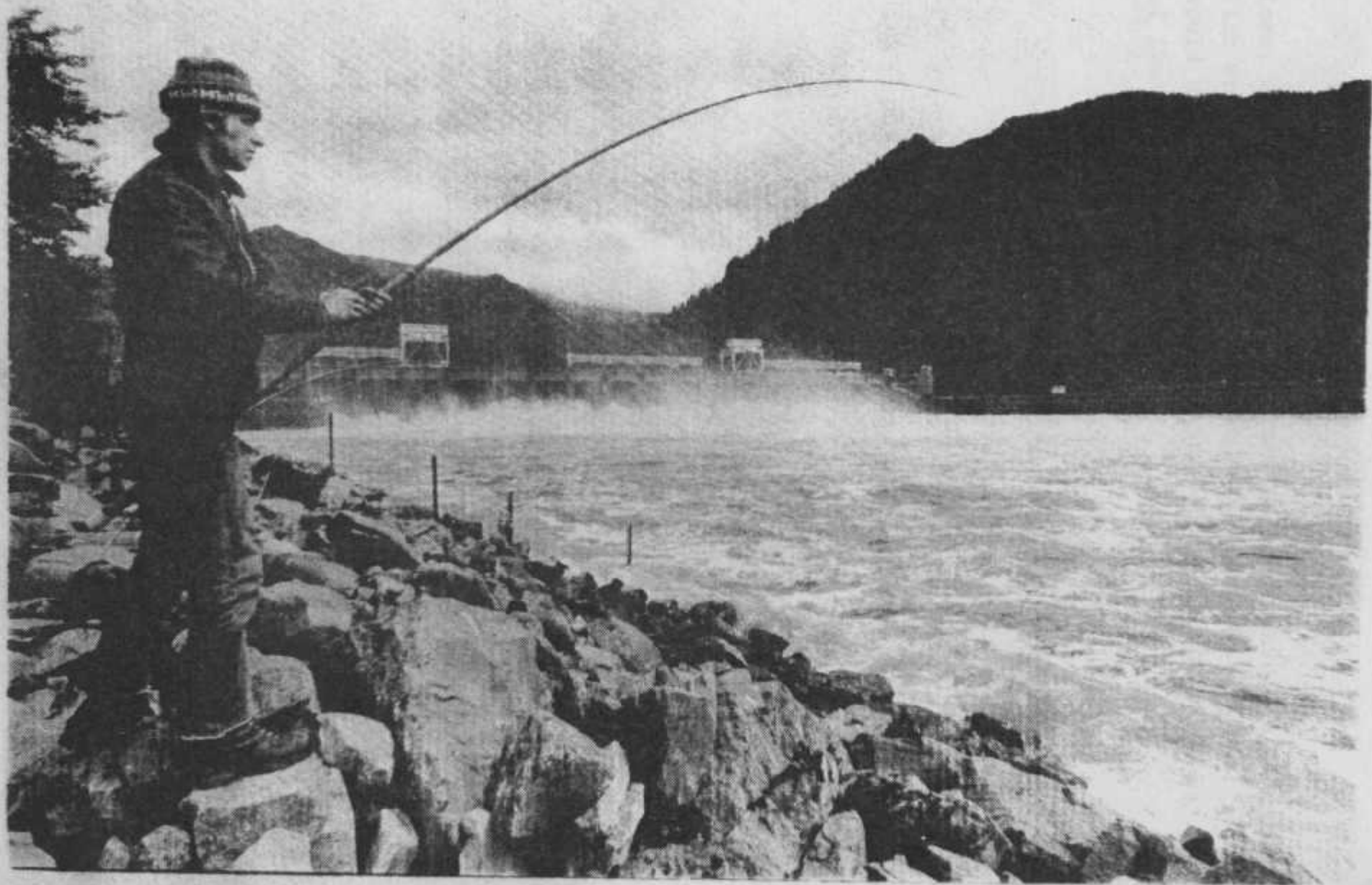
The town of North Bonneville Washington, situated along the Columbia River, east of Vancouver, is a town going through rapid change.

Since the Army Corps of Engineers announcement of definite plans for the second powerhouse on the Bonneville Dam, the townspeople have been under the threat of dispersment. The existing town of North Bonneville is located in an area where the second powerhouse is to be constructed. With the selection of this site the town had the choice of either dispersing as individuals or relocating as a community. The town decided to relocate their community as a whole.

Relocation of North Bonneville is a process that will disrupt human lives, community patterns, social functions and economic activity. The maintenance of a strong identity as a community while being forced to sacrifice the town's physical sense of place along the river is a monumental undertaking for any community. These people are rugged individuals who are strong willed and will fight for their community relocation to a new site. Citizen involvement is a major part of the planning process in building North Bonneville's new community. North Bonneville has set a national precedent by demanding that the townspeople have a say in major planning decisions in the process of relocation. With the help of a professional planning staff the townspeople take an active part in decision making.

The main goal of North Bonneville is to move an entire town as quickly and painlessly as possible, however there are many complications to implementing this. The relocation of North Bonneville was a process that took many years to accomplish, but without the direct inputs and involvement of the citizens of the

town, and the concern of keeping the town alive, relocation would not have been possible. North Bonneville would not die, to become a fading memory in the minds of its people.



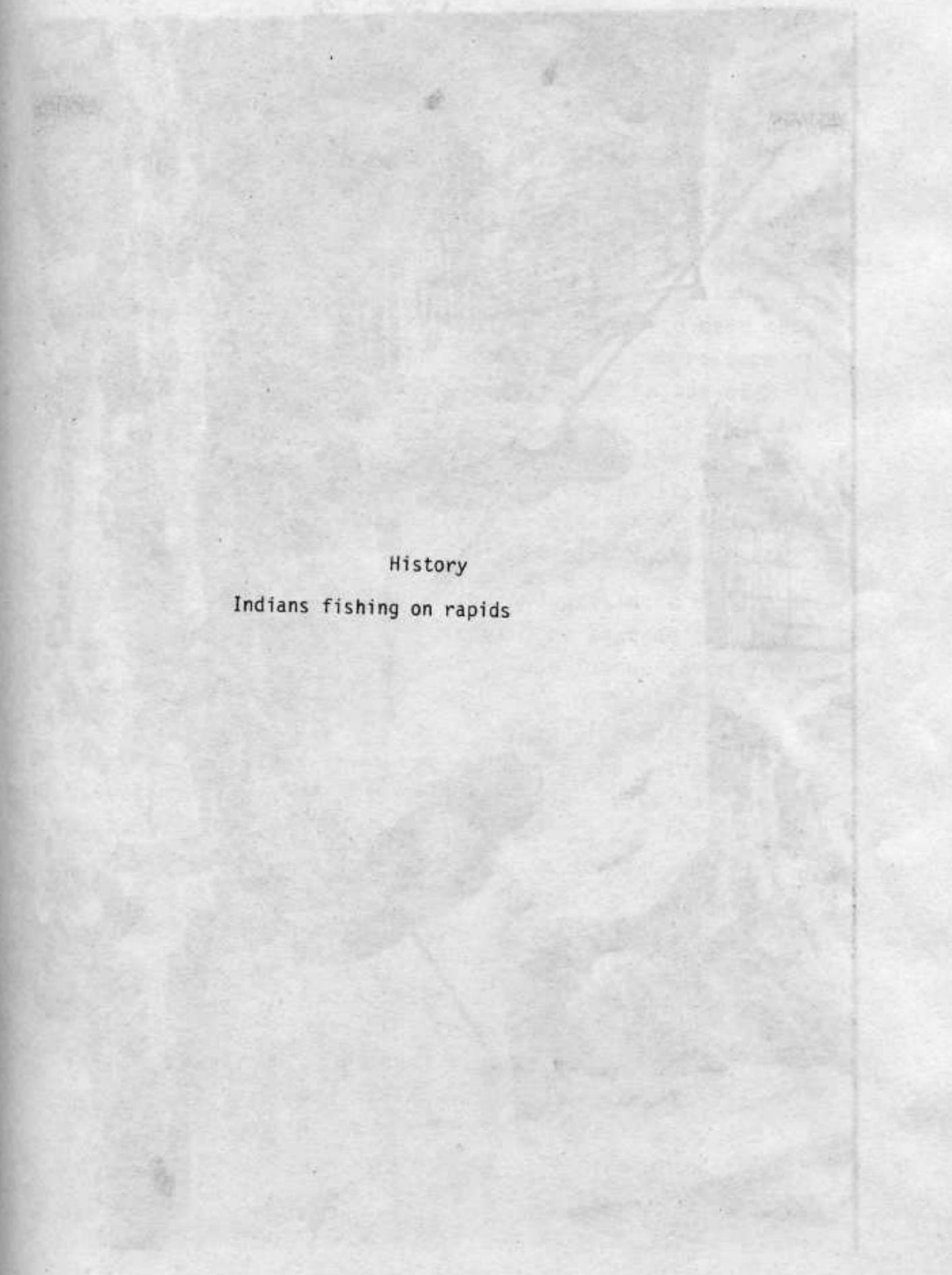
Setting

North Bonneville is set among the beautiful scenery of the river gorge and surrounding mountains. Beacon Rock, the second largest free standing rock formation is a recognized landmark on the outskirts of the town. The Columbia River, itself, is a beautiful landmark running from Canada to the Pacific Ocean. It passes the town of North Bonnevill after running over major hydro-electric dams. The Columbia River supplies electrical power to all the northwest. Still more water bodies are to be found around the area in the form of streams, lakes and waterfalls. This area is a paradise for visting vacationers, especially in the summer. Here, with the abundance of many small lakes and the Columbia River, itself, fishing is a favorite sport. The fishing season for the river is short and produces many fishermen to sport fishing poles in hopes of catching the large salmon which yearly make the climb to their place of birth to spawn. Boating along the Columbia River is a pleasant ride and is great fishing also. Hiking during sunny summers in the beautiful green forests provides yet another outdoor recreation. Near by the Pacific Crest Trail which runs from Canada to Mexico is one of the many wonderful hiking trails in the area. Many campers and outdoor people take advantage of this beautiful and resourceful area year around. The Bonneville Dam is the most visited dam on the Columbia River. On the Oregon side of the river the dams visitor center attracts many people. The fishladder runs are viewable to visitors and the fisheries department breed fish to be stocked in lakes and streams all over the northwest.

While recreation is one of the areas major importances industry benefits largely from this area. North Bonneville is a major through fare for truckers going east of the

Cascade mountain range. Then, too, the railway system to all points east go through North Bonneville carrying freight for industry. The river, alone, handles much of the regions products of fruit, and shipments of cargo to other cities and towns along its banks.

The town of North Bonneville is set in an opportune place for beautiful scenery, recreation, and fruitful industry.



History

Indians fishing on rapids



History

The history of the Columbia River Gorge is very important for understanding the developement of the northwest area.

Indians being the first people to inhabit this area settled here because of the great fishing resourse on the Cascade Rapids, which was the first obstacle to the salmon migating up the river to spawn. All the different tribes would meet on the Columbia to seek these mighty salmon, which was their main food. There were very few hostilities among the different tribes over fishing rights, because of the large surplus of fish in the river. Many Indians remained in this area year around. Thus the area became a familiar meeting place and was a culturally rich Indian settlement. There are still remains of their beautiful artistry and skillfull craftsmanship. Many petroglyphs and artifacts are found by archeologists along the gorge. The legends of the Indians are still with us today. One famous legend, known as the Bridge of the Gods, is known by all neighboring people of the area. They say that once there was a natural land bridge across the Columbia River, made from erosion of fallen rock. The bridge was called "The Great Cross Over" but is now called "The Bridge of the Gods". The Indian legend goes like this: Manito, the Great Spirit, placed Loo-Wit, the wise old woman on the bridge as its guardian, and sent to earth the great snow mountains which were really his sons: Multnomah, the warrier; Klickitat (Mt. Adams), the totem-maker; and Wyeast (Mt. Hood), the singer. All was peace and happiness until beautiful Squaw Mountain moved into a small valley between Klickitat and Wyeast. This was the Evil One's opportunity, for a rivalry soon sprung up between the brothers for the



affections of Squaw Mountain. Though beautiful Squaw Mountain grew to love Wyeast, she thought it great fun to flirt with his big, good-natured brother, Klickitat, and soon the brothers began quarreling.

At first they argued, growled and rumbled at each other. They stomped their feet and spat ashes and fire in the air and belched forth great clouds of black smoke so that the sun was hidden. Each hurled white hot rocks, setting fire to the forests and driving the people into hiding. Finally, they threw so many stones onto the Bridge of the Gods and shook the earth so hard that the bridge broke in the middle and fell into the river.

Upon hearing this, the Great Spirit was angry and he shook the foundations of the earth. Klickitat, who was the largest of the mountains, won the fight, and Wyeast admitted defeat, giving over all claim to the beautiful Squaw Mountain. Loving Wyeast as she did, this was a severe blow to Squaw Mountain. Though she dutifully went over and took her place by the side of Klickitat, her heart was broken. In a short time she fell at Klickitat's feet and sank into a deep sleep from which she has never awakened. She is now known as the Sleeping Beauty and lies where she fell, just west of Mt. Adams. At this time Klickitat had a high, straight head like Wyeast, but he truly loved Squaw Mountain, and her fate caused him such grief that he finally dropped his head in shame and has never raised it since.

During the war between Wyeast and Klickitat, Loo-Wit, the guardian of the bridge, who was very old and homely, tried to stop the fight. When she failed, she stayed at her post and did her best to save the bridge from destruction, although she was badly burned and battered by the hot rocks. When the bridge fell, she

fell with it. But the Great Spirit heard of her faithfulness and promised to grant her a wish. She asked to be made young and beautiful once more. So she took her place among the great snow mountains, but being old in spirit, she did not desire companionship and so withdrew from the main mountain range to settle by herself far to the west. Today you will find her as Mt. St. Helens, the youngest appearing and most beautiful, yet the oldest of all the snow mountains.

The present Bridge of the Gods is a steel bridge built in 1926 and had to be raised in 1938 when the Bonneville Dam was built to provide clearance over the rising waters behind the dam.

The first white men to come to this area were trappers. These trappers traded with the Indians, for copper pots, nails, beads, garments and guns in exchange for furs that the Indians hunted.

In 1805 Lewis and Clark arrived on their journey to find the Northwest Passage. They never did find the Northwest Passage, but they did discover a beautiful area with cascading waterfalls and rugged mountain terrain. Lewis and Clark mapped this area and paved the way for others to settle in this unique setting.

As Lewis and Clark's expedition opened the area for more explorers, more and more settlers came. Services for the immigrants at Cascade Rapids were essential, because of the difficulty in passing the rough waters. In 1850 the town of Lower Cascades was built, and a small railroad with one mile of track was built to be used as a detour around Cascade Rapids for cargo traveling up river by steamboat.

Soon steamboats were established on the river. They made regular runs from Portland up to Lower Cascades. There they would transfer the loads on the one mile track

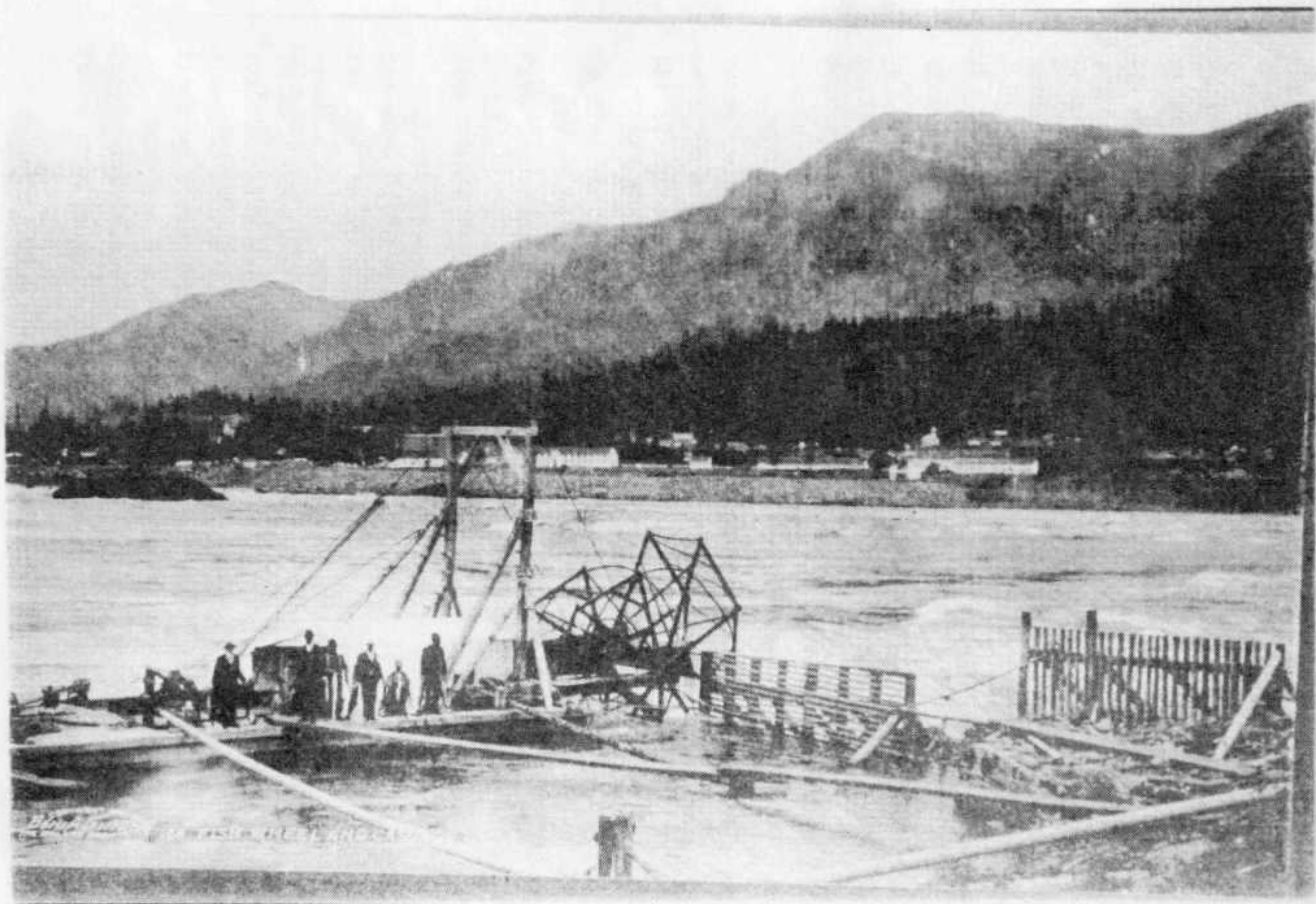
known as the Portage Railroad to the other side of the rapids. There steamboats would complete the trip up to The Dalles. At the time, this area was the bottleneck of the Columbia.

By 1856 the settlements in that area were increasing at a rapid rate, and because of this there was an Indian uprising throughout the northwest. On March 28, the settlements of Upper, Middle, and Lower Cascades were attacked by parties of Yakima, and to a small extent the Cascade Indians. These towns were kept under attack for forty-eight hours. Then finally, U.S. Army Lieut. Phil Sheridan arrived with forces from Vancouver. Many Yakima Indians escaped, but a small party of Cascade Indians were captured at Bradford Island. Of these, nine were tried for treason and executed. Of those executed, was Chief Tulmult who was against the uprising and was unjustly executed.

As the years went by there was more and more steamboats using the Columbia as a throughfare to the Dalles, which caused heavy use of the Portage Railroad. So in 1863, 13 years after the railroad was first built, the railroad was expanded. The track had been expanded to a length of six miles and the first steam engine was brought to the area.

By 1884 freight bypassed Lower Cascades because of a new railroad on the south side of the river, and also, the new Cascade Locks that opened an unobstructed water channel from Portland to The Dalles. This greatly affected Lower Cascades with the railroad going out of business, but Lower Cascades still had a booming fishing industry. At that time Lower Cascades was bigger than Seattle.

The success of the fishing industry, for a large part, was due to the fishwheel. By 1891 fishwheels



were common on the Columbia. Many commercial fishermen came for the yearly runs building fishwheels that were able to scoop large amounts of salmon out of the river to be canned. There were two types of fishwheels operated along the river. One was the stationary type set in strategic locations, while the other was fixed to a barge-type boat moved by a make-shift sail. The average fishwheel was 30 feet in diameter, made of a wooden frame covered with wire netting. They operated by water current. Fish were trapped in the wheel baskets and dropped into large wooden cannery boxes. At one time there were 35 to 40 fishwheels in operation, but the fish runs were dropping off rapidly, because the fishwheels were overly efficient, and eventually they were outlawed, but until that time Lower Cascades had a very successful industry.

The town of Lower Cascades had a 44 year lifespan. It hosted the county seat and was the largest town in the area. It also had the first railway in the northwest. In 1893 the town of Stevenson was platted. Soon the neighboring towns became rivals. One day some of the citizens from Stevenson carted the county records from Lower Cascades to their town in a wheelbarrel. Stevenson was then established as the county seat. Before the Lower Cascades citizens could retaliate the flood of 1894 destroyed their town, and the residences followed the records to Stevenson.

The town of North Bonneville was started as a boom town caused by the building of the Bonneville Dam, which is now adjacent to the town. The Bonneville Dam project started with planning back in 1932. Construction on the dam started in 1933. The dam was built largely for irrigation and navigation purposes with hydroelectric

power as a secondary consideration. During the depression of the thirties this project, initiated by President Roosevelt, produced jobs for hundreds of construction workers. The community that sprung up while the dam was being built had a temporary atmosphere. Make-shift houses were built of any materials that could be found. Old timers say that the majority of housing was of the tent house type. Made of wooden platforms with three foot chip laps and tent covering, the houses had a look of non-permanence. The major businesses of the town became taverns and brothels, along with the also essential barbershops, dentist, doctors and groceries. These buildings were built only for the immediate needs with no consideration for the future, but after the construction of the dam was completed in 1938 this make-shift town didn't die. Many of the workers decided to stay and make the Columbia River Gorge their home.

Development of the town of North Bonneville was slow. The poorly built structures that were built during the construction were continually catching on fire because of their poor construction and the lack of an adequate water system. Slowly permanent housing, schools and governmental facilities were built, and finally the town of North Bonneville took on the appearance of an active community.

Even though the town had established itself, it was under the danger of being destroyed. During the building of the Bonneville Dam in the thirties, there was also planning going on for a second powerhouse that would possibly be located where the town of North Bonneville is located. The townspeople have been under the threat of being dispersed since the birth of the town.

The town of North Bonneville felt an atmosphere of uncertainty about their town, but decided to forget the threat and give their community a face lifting. In 1970 the town was successful in acquiring a grant for a sewer system, and started a general clean-up program.

In 1965 there was a study on the possible Second Powerhouse Project at Bonneville Dam. A large number of alternative sites were studied, but, as the town had dreaded, the site that was chosen was the one where the town of North Bonneville was located.

The Army Corps of Engineers announced the building of the Second Powerhouse on the location of the town in 1971.

Town's Relocation Progress

For 30 years the constant dread of the second powerhouse being built and the town being dispersed had been threatening the townspeople of North Bonneville. Now that threat was becoming a reality, the townspeople were not going to take the Army Corps of Engineers announcement lying down. The town would not disincorporate at the wish of the Corps of Engineers. The response to the Corps announcement was immediate. The town stated that they wished to be relocated as a community unit and that disincorporation of the town was unacceptable. This was the start of a long and complex process of the relocation of North Bonneville.

At the official announcement and hearing on the second powerhouse on August 24, 1971, former mayor, Robert Holcomb, submitted a brief to the Army Corps of Engineers stating the position of the town with respect to relocation. The former mayor stated that sufficient population and businesses desired relocation to a new townsite thus warranting the appointment of a townsite selection committee. In concluding his brief to the Corps, the former mayor clearly stated the position of the town with respect to financing the relocation: "North Bonneville city government will request the Corps of Engineers to finance, at no additional cost to the town: the engineering, legal fees, replacement of city buildings, water system, drainage system, streets, curbs, sidewalks, parks, landscaping, street lights, access roads, ramps and sewer system." The mayor continued, "The new town will be modern in design and meet all the environmental health and ecological requirements. The town will be larger in area to accomodate 700 population by 1980."

The response by the Army Corps of Engineers was immediate. In a letter dated August 24, 1971, the Corps wrote, "At the present time, we have found no authority which allows us to assist you in planning the new townsite under our relocation laws. Our assistance is limited solely to design work." By the Corps interpretation of the laws the responsibility for the planning and selection of a new townsite and acquisition thereof rested with the town. The only authority the Corps claimed, with regards to relocation, was the relocation of individuals under the Uniform Relocation Act, of 1970.

The Uniform Relocation Act, of 1970 is an act to provide for the uniform and equitable treatment of persons displaced from their homes, businesses or farms by federal or federally assisted programs in order that persons shall not suffer disproportionate injuries as a result of programs designed for the benefit of the public as a whole.

North Bonneville did not have the financial capabilities to begin relocation planning. The Army Corps of Engineers entered into an agreement to pay for preliminary engineering studies as a necessary step in preparation for relocation. North Bonneville hired All Engineering to perform the preliminary engineering studies. The engineering firm completed their studies in November 1971 and published a report entitled "Existing Facilities and Relocation." This report was very helpful for the Corps own preliminary engineering as well as for the town's. However, the Corps refused to finance any further engineering or planning studies contracted by the town.

The town of North Bonneville could foresee that they would need some technical planning assistance, so, in November 1971 the town hired Mr. David Russel through

the Emergency Employment Act to function as an administrative assistant to the mayor and council. The work load developing from the possible relocation demanded full time attention. The refusal of the Army Corps of Engineers to finance any further planning studies required the town to accept the responsibility for relocation planning and site acquisition without having the necessary resources to carry out those obligations.

The town recieved a letter from the Corps dated March 23, 1972, which stated "The relocation of the town of North Bonneville is the choice of the town and its citizens and the town must formulate plans of its own to relocate the town to a new site. The selection of the site for the new town and the acquisition of the property is the responsibility of the town and the Corps of Engineers cannot reimburse the town for expenses connected with those activities." The letter also stated that the Corps could "...provide replacement streets and utilities comparable to those in old town, but only to the extent necessary to accommodate people and businesses who indicate by petition their intention to move from the old town to the new town." The letter also stated that the replacement of the necessary city buildings and park facilities would be at the discretion of the Chief of Engineers and that the Corps planned to hire an architectural engineering firm to "...work closely with town officials and develop a re-established town master plan and its relation to other project facilities."

The town refused to accept either the Corps interpretation of the law or their offer to hire a private firm to do a master plan for the town.

Town officials could not understand how the Corps could offer to hire a private firm to do a relocation

master plan while being prohibited by law from contributing financially to the town's own efforts to do essentially the same thing. They also believed that the petition mentioned in the letter would be valid only if there was sufficient information regarding options and such information was disseminated to all the residents in the relocation area prior to the submission of such a petition. Planning would be required to present options well in advance of the actual funding for the construction and this would necessitate planning funds separate from the actual construction package for the powerhouse.

Therefore, the response of the town officials to the Corps letter of March 23 was in the form of Resolution 148 adopted on April 17. This resolution stated the town's position that they would not enter into any agreement whereby replacement of the city buildings and park facilities was at the discretion of an administrative officer of the Corps of Engineers. The town council would accept responsibility for site selection and determining the desire of the residents to relocate; the mayor and town council would accept responsibility for townsite planning and demanded the Corps refrain from planning the townsite through their offices or any firm retained directly by them.

On January 17, 1972 the town council adopted the recommendations of its relocation site selection committee. The area that the town selected was in the same area that the Army Corps of Engineers had selected for spreading of 18.1 million cubic yards of earth that was to be excavated for the construction of the second powerhouse. It was clear to the town that this selection would have a definite impact upon the spoils area. It was felt,

however, that whatever adjustments had to be made with respect to the spreading of dirt was a small consideration when compared to the major task of relocating an entire community identity in tact. It became apparent, however, that the town's choice was in large part the reason for the many compounded difficulties in getting planning assistance or cooperation from the Army Corps of Engineers.

So, now, the town of North Bonneville was faced with the dilemma of finding financial assistance in planning, because funding through the Corps directly to the town's planning efforts was not available, because of lack of authority, and the town would not accept the corps offer to hire a planning firm to plan the town for them. The town was set on planning the town as a community with input from all its citizens, and not at the discretion of the Army Corps of Engineers.

The town of North Bonneville looked toward federal funding for planning. There was a measure in the Senate to appropriate \$2 million to get the second powerhouse project started in the Senate. This measure had included in it \$250,000 earmarked for North Bonneville relocation planning. The Senate Appropriations Committee agreed to add one-million dollars in fiscal year 1973, but in mid-July the House-Senate Conference-Committee deleted the one million, allocated for the Bonneville Dam second powerhouse. Appropriations for construction of the second powerhouse and planning for relocation of North Bonneville would have to wait until fiscal year 1974.

Next, North Bonneville searched for State support in financing relocation planning. The town got in contact with the Washington State Office of Economic Opportunity (O.E.O.), requesting assistance. In a letter to O.E.O. dated November 10, 1972, North Bonneville requested

assistance in two critical areas: Financial funds for land acquisition, planning, design and preliminary engineering, and for personnel: experienced in the area of urban planning and architectural design. O.E.O. contacted the State Office of Program Planning and Fiscal Management to clarify the status of state agency actions toward providing the needed financial and technical assistance. O.E.O. was informed that because of negotiations between the State and the Corps of Engineers, aimed at resolving the states objections to the second powerhouse project as proposed by the Corps, the state felt a significant delay in constructing the second powerhouse could be a possible outcome. Accordingly, the state agencies had taken no spscific actions to provide direct assistance to North Bonneville. No formal action would materialize until the State's objections to the negative impacts of the hydroelectric project were resolved.

The Evergreen State College Involvement

With no support from either Federal or State agencies the town of North Bonneville realized that they would need some outside help. They would need personnel experienced in urban planning to assist them to get financial assistance from agencies, to assist town on relocation problems, and to begin the planning process.

On December 28, 1972 the Washington State Office of Economic Opportunity adopted a formal policy of doing all it could to assist the town of North Bonneville. O.E.O. contacted Russell Fox, professional planner and faculty member at The Evergreen State College in Olympia, Washington. Mr. Fox had initiated an Urban Planning Group Contract with 20 students to develop direct experience in urban planning problems. The group contract organization concentrated on exposure to urban planning through direct contact with state and local agencies involved in planning programs. From this background the students were to apply this knowledge and utilize contact resources available by engaging in direct local community involvement.

At the request of the town of North Bonneville, The Evergreen State College Urban Planning Group Contract undertook the project of working with the town in implementing a relocation planning program. On February 12, 1973 the urban planning team of about 12 students submitted its first proposed work program to the town. To effectively implement the work program the urban planning team expressed a desire to maximize involvement within the community.

Efforts were made to obtain travel funds to allow three or four students to live in North Bonneville at least two or three days a week. Travel funds were

obtained from the Washington State Office of Economic Opportunity. The town responded by allocating \$1,000 for student and faculty housing expenses while living in North Bonneville.

The importance of the involvement of The Evergreen State College did not rest simply with the technical ability to do a planning study. The philosophy of the Urban Planning Program was to have students work closely with State and local agencies as a means of gaining the inputs of technical experts. What was taking shape as a relocation planning program was an inter-agency, interdisciplinary combination of expertise and other resources in a manner that promoted direct involvement by all agencies and persons affected by possible relocation. * The function of the urban planning team began to take on a three-fold responsibility: The promotion of direct community involvement in the planning process, the compiling of the survey data to act as a base for future relocation decisions, and the coordination of inputs by other affected agencies.

The first goal of the planning team was to complete a Relocation Planning Study. This report would reflect in quality of content the nature of the inputs by all contributing agencies. Contained in this report was: A history of the project, a study of the social economical impacts, and possible environmental impacts. The study also addressed town hardships in relocation. The Relocation Planning Study was completed in the summer of 1973.

The forming of interim housing for residents was another major accomplishment during the time of the Relocation Planning Study. This was accomplished by Barney Myer, a student from Kansas State University. Interim housing is government housing for residents that

The Evergreen State College Incident

had been displaced from their homes because of the powerhouse project, and in most cases the housing is free until these displaced persons are relocated in the new town. The reason the Army Corps of Engineers were obligated to supply housing was that under the Uniform Relocation Act, of 1970, the law states that "No person shall be required to move until satisfactory replacement housing is available. If the federal project cannot proceed because of this factor, the agency may take such action as is necessary or appropriate to provide such housing by use of funds authorized for such project." This is from section 206 Housing Replacement by Federal Agency as Last Resort, of the Uniform Relocation Act. The town of North Bonneville felt that the Army Corps of Engineers had an obligation to provide this government housing, because there was a serious shortage of housing in the county and there were no other accommodations available. The Corps felt otherwise, but after much debate the town received the interim housing.

At the completion of the Relocation Planning Study on June 1, 1973 the only way the planning program could be expanded would be through additional funding. This would be very important for providing the necessary information that would serve as the determinant base for the proposed Relocation Board planning policy recommendations.

Through the efforts of Russel Fox, The Evergreen State College was successful in applying for and gaining a major Title-1 Higher Education Assistance Grant for the continuation of the North Bonneville Relocation Planning Study. The grant offered the opportunity of hiring a planning staff to work with the town on relocation studies. A major task of the planning staff would be toward seeking additional funding to implement future stages in planning.

Planning Progress

Now that the town had an experienced planning staff, to begin working on the relocation of North Bonneville, their first task was to seek financial assistance to implement the relocation. The first question was what agencies to approach for assistance. In September 1973 a Relocation Advisory Board was formed. It brought together those agencies capable of providing direct input and financial assistance for the development of a single relocation plan. This inter-governmental, interagency cooperation has been, and will continue throughout the relocation period, to be the financial and technical assistance life line of the town.

Even though the Relocation Advisory Board was of great help to the town, the town was still in need of major financing. The Corps of Engineers still stated that they had no authority to relocate a whole town, and that they could only provide preliminary planning of streets and sewer.

The next step of the town of North Bonneville was to seek special legislation to allow the Corps to relocate their town. The town contacted Representative Mike McCormack, requesting that a bill be passed in support of the relocation of North Bonneville. Mike McCormack and his staff wrote up a bill that they presented to the House of Representatives. After a few changes in the bill the McCormack legislation was passed on Oct 3, 1973.

The McCormack legislation, written specifically for North Bonneville, gave the Army Corps of Engineers the authority to relocate the town. This bill also was a protection against dispersment of the town.

On November 15, 1973 the Corps announced the start of the Bonneville Second Powerhouse Project. With this announcement, real estate appraisals and acquisition commenced immediately.

On March 12, 1974, Congress passed the Water Resources Development Act of 1974. Section 83 of this Act (The McCormack Legislation of October 3, 1973) authorizes the relocation of the town of North Bonneville.

With the Water Resources Development Act passed, the Army Corps of Engineers started developing a city/Corps planning contract. Before the contract was signed there was much conflict about who would plan the town. The Corps stated that they would plan the town and work with the people in the town to develop a satisfactory town plan. The town of North Bonneville stated that the Corps of Engineers would not plan the town, that the town of North Bonneville would be client to the architectural firm and that the town would also do the hiring of that firm. The town wanted the Corps to appropriate funds to the town for hiring a competent architectural firm. After much debating the Army Corps of Engineers agreed to let the town do the planning.

On July 26, 1974, the Planning Contract was signed. In this contract the Corps accepted the responsibility for financing the planning of the "Optimum Town Plan," which is to address a total area-wide design concept. With the signing of this contract the town of North Bonneville had the financial capabilities of hiring an architectural firm for major relocation planning. The criteria for hiring was that the firm must meet all of the town's requirements plus be within the Army Corps of Engineers price range. Some of those requirements were: The architectural firm must live in town during the planning of the town, they must listen to the communities wishes, and plan with the community and not for the community. Planning should stress community involvement.

In preparation for hiring an architectural firm the North Bonneville planning staff prepared a Scope of work. Headed by Pollard Dickson, this report gives criteria for planning, for the architectural firm. Included in this report are: An Environmental Assessment Report a Draft Feature Design Memorandum, and a Comprehensive Plan.

The Environmental Assessment Report includes a list of criteria and information that the architectural firm should include in their report. The list is as follows: Existing conditions, projection of future conditions for each alternative solution, evaluation of adverse and beneficial effects, and analysis of modification to mitigate adverse effects.

The Draft Feature Design Memorandum includes the following: Maps of the existing town, latest population count of existing town, general description of town and affected area, inventory of existing public facilities, inventory of privately owned improvements, photographs showing typical and special features, copy of resolution of the town to relocate as a unit, total number of property owners and tenants in affected area, copy of petition to relocate to new town, proposed plan of relocating town's facilities, whether new town has economic potential, and an itemized estimate of federal costs.

The Comprehensive Plan includes the following: An economic base element, a land use element, a circulation element, a conservation element, an open space, park recreation element, a transportation element, a public use element, a public utilities element, a redevelopment of renewal element, an urban design element, a housing element, maps and models reflecting the foregoing Comprehensive Plan, and it must be based on the "Optimum Town Concept."

On November 19, 1974 the planning contract with the architectural firm Royston, Hanamoto, Beck & Abey was signed. This contract was for hiring an architectural firm to implement the Scope of Work that the North Bonneville planning staff had written up. In order to complete this contract R.H.B.A. had to work with the community to complete the Scope of Work. To do this, R.H.B.A. and the town conducted community workshops. There were four workshops held with the community. They were as follows: A Needs Workshop, a Site Alternatives workshop, a Land Use Design Images workshop, and an Optimum New Town Concept Plan workshop. The Scope of Work was completed in May 1975.

About the time that the Scope of Work was completed there was a disagreement between the town and the Corps of Engineers about Standards of Good Practice. This means that when building a new town there are standards of good quality construction and use of good quality materials that should be used. The Army Corps of Engineers position was that if the standards to be used were not law that they had no obligation to use these standards. Representatives from the Town of North Bonneville went to Washington D.C. for clarification of the Standards of Good Practice. On May 23, 1975 clarifying language to section 83 was established.

In the summer of 1975 there was a setback of the signing of the relocation contract with the Army Corps of Engineers. The corps position was that they would not sign the contract, because the town of North Bonneville did not have the monies for the betterments that the town would have to pay for.. Betterments are improvements that are added to the new town that the Corps will not pay for. In order to aquire the funds for the betterments the town of North Bonneville inacted a B&O tax. This

is a tax to all businesses operating within the town limits. The construction of the second powerhouse would be within the town limits and would be subject to the same tax as other businesses within the town. The cost of the powerhouse project was projected at about $\frac{1}{2}$ a billion dollars. The towns B&O tax is $\frac{1}{2}$ a percent which would give the town of North Bonneville about $2\frac{1}{2}$ million dollars.

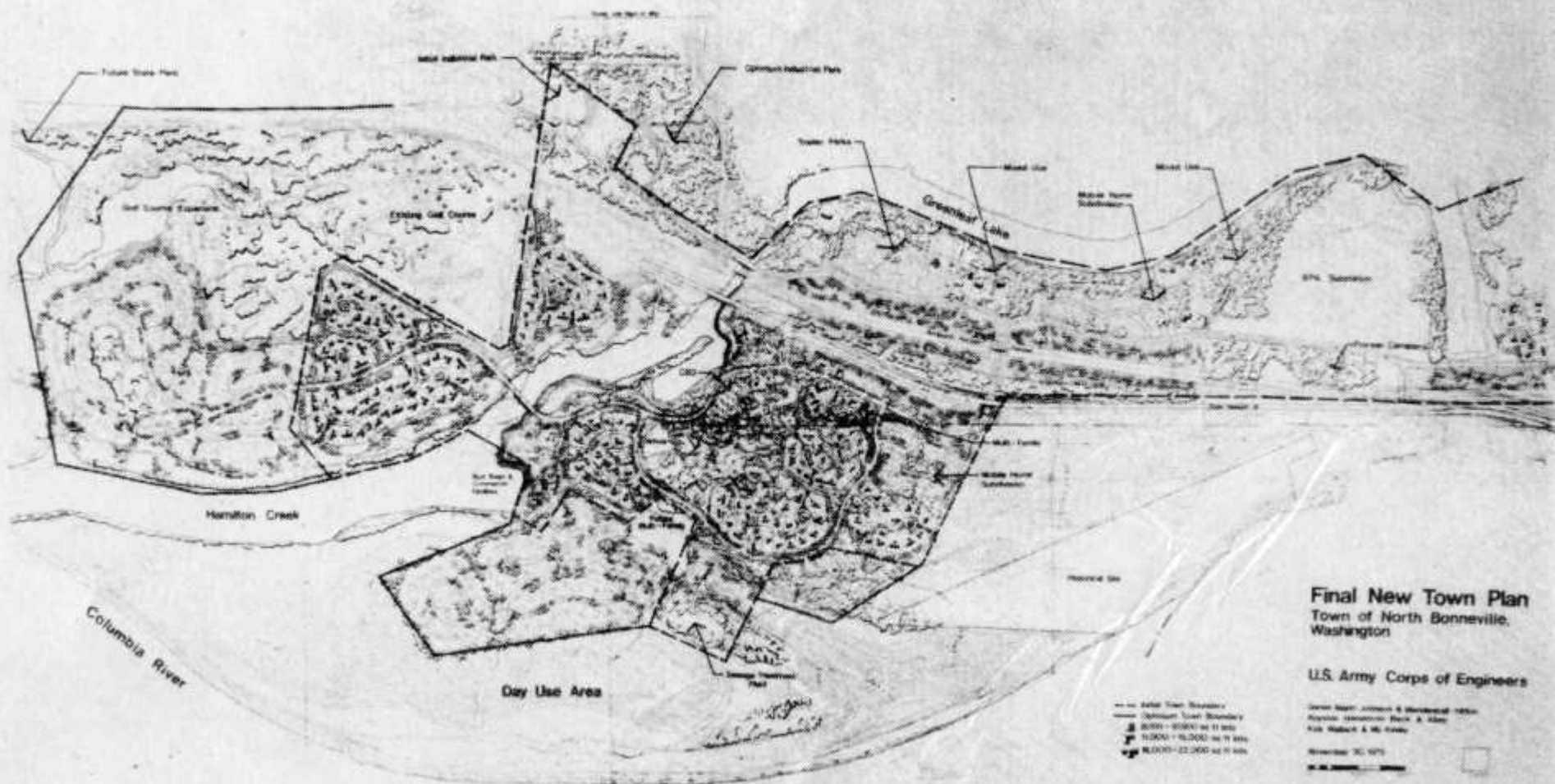
There were hostilities from the Corps because of the inactment of the B&O tax, but there was nothing that the Corps could do, and now the Corps had an obligation to sign the contract because the town had the capabilities to pay for the betterments. The Army Corps of Engineers signed the relocation contract in July 1975.

With the relocation contract signed the planning staff had the task of writing up a Design Scope of Work. This Scope of Work would be the criteria for design of the town's facilities and utilities. The Draft Feature Design Memorandum was the prevailing guide in writing this Scope of Work. The Army Corps of Engineers approved the Design Scope of Work in October 1975.

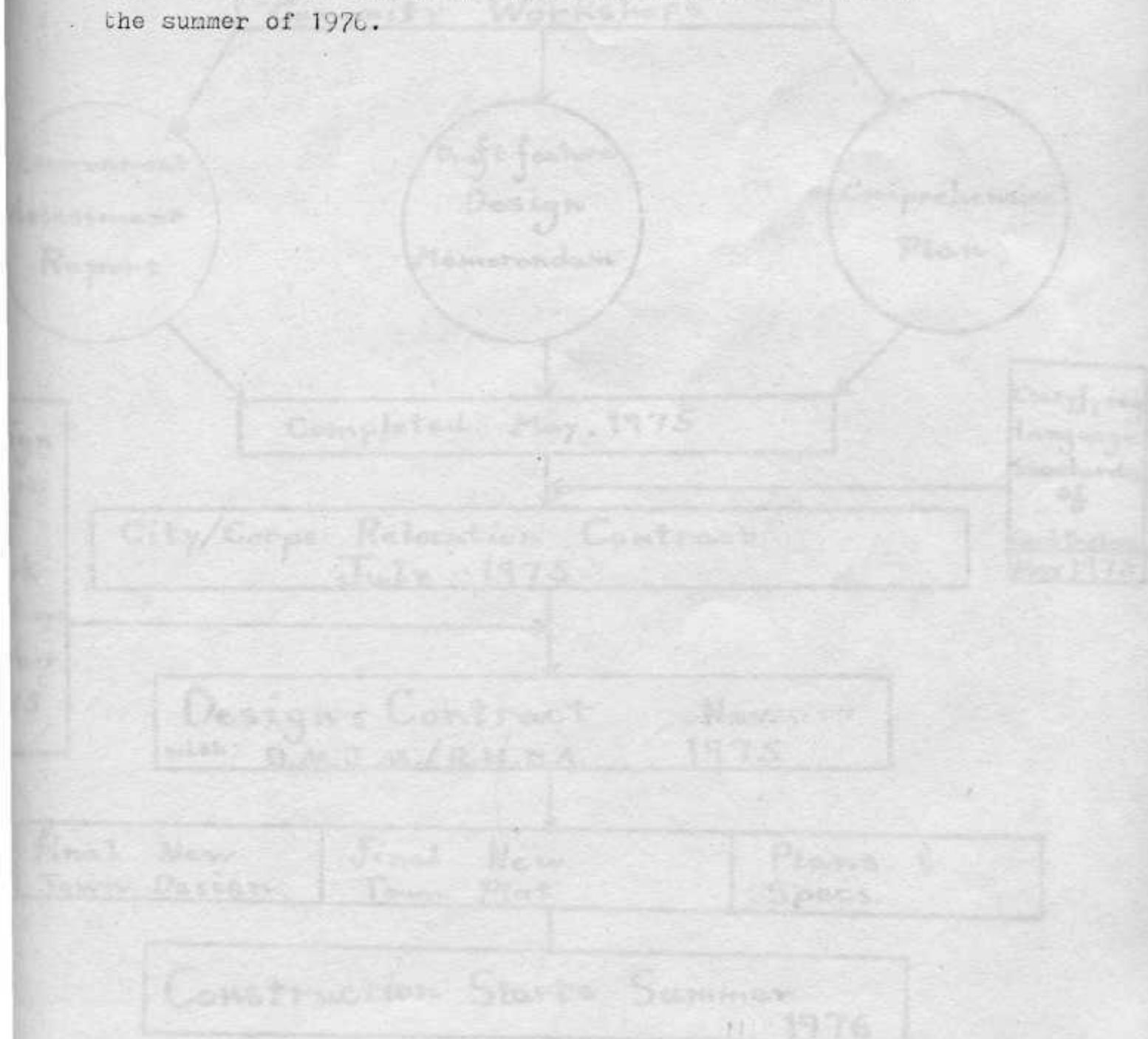
The Design Contract with Daniel, Mann, Johnson, and Mendenhall/Hilton & Royston, Hanamoto, Beck, & Abey was signed in November 1975. This contract authorized the architectural firm to begin designing of municipal buildings and public facilities, using the Design Scope of Work as the basic foundation of that planning. There were a series of community workshops to get direct input from citizens on the types of architectural design that would be compatible with their expectations of their new town. There were many changes made in the architect's designs by the town's citizens before the final designs were approved.

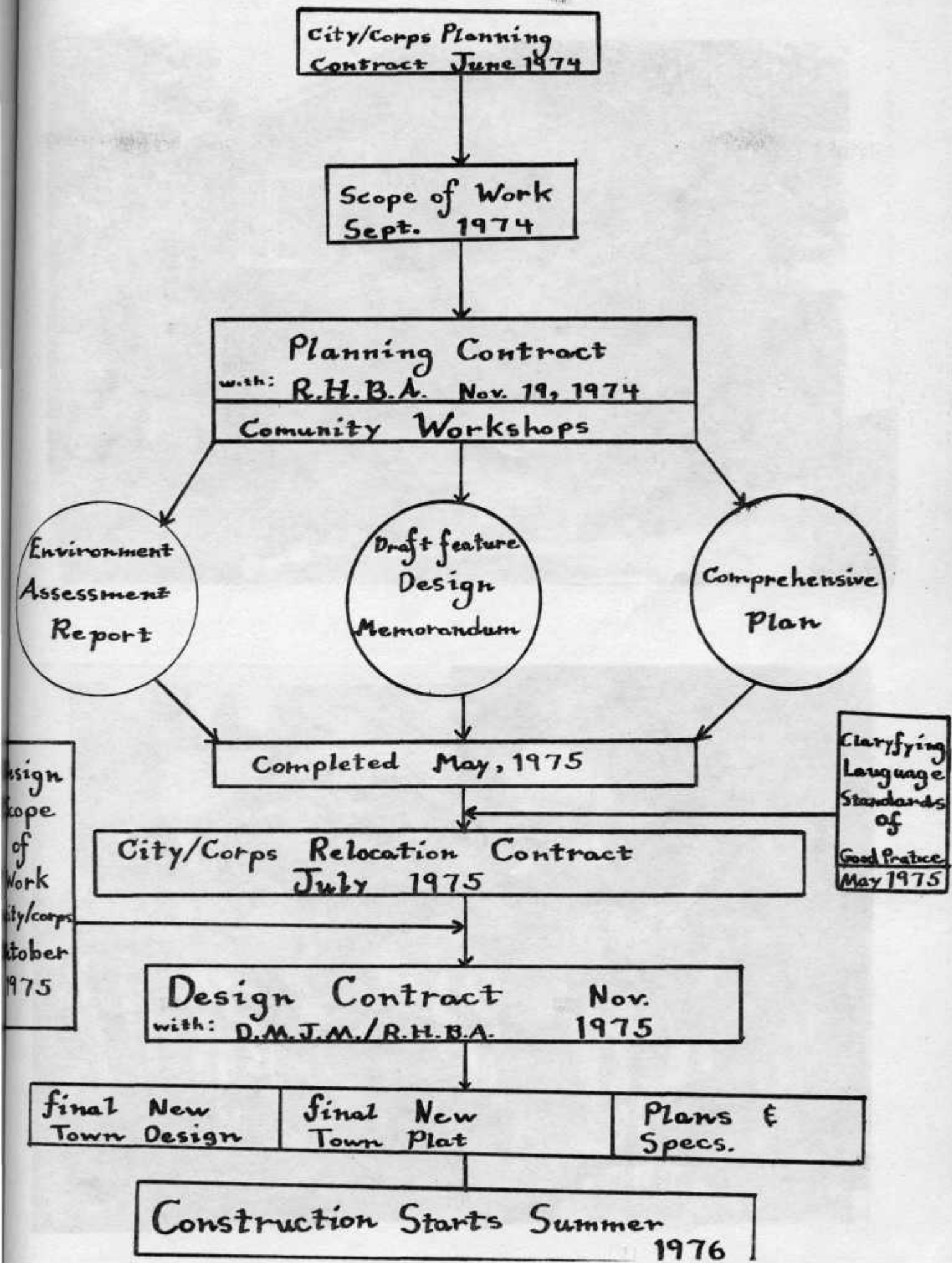
Planning Process

Map of New Town

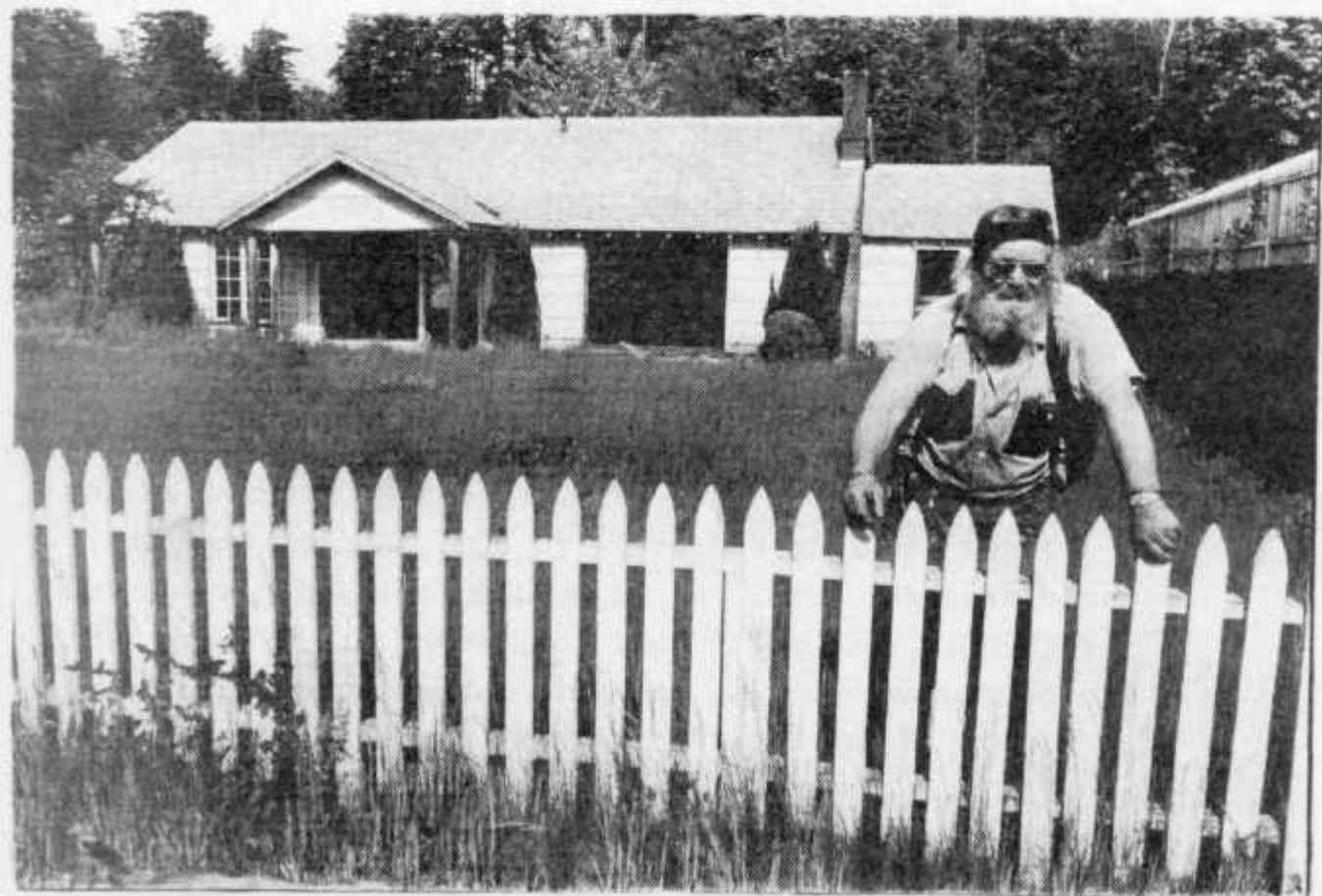


With the completion of the Design Contract obligations by the architects, the planning staff now had the job of reviewing all the plans and specifications of the new town designs. This job was very important in making sure that these designs met all the criteria of the Design Scope of Work, and that these designs were complete. The final new town design was approved in April 1976 by the planning staff. The approval of the town plat would be sometime in the fall of 1976, but the construction of the new town of North Bonneville would start in the summer of 1976.









Community Workshops

Workshops were the vehicles that provided for community involvement. They provided for the local citizens to challenge the professional designers through an evolution of inputs. The people themselves began the development of ideas for physical concepts such as the physical site plan. When the images or design ideas didn't look good or make sense to the townspeople they challenged them. They fought it and twisted it around. They objected to certain things and agreed to others. The designers were forced to sit down and change the design while the people were making the inputs. In many instances the process was through one-on-one contact. There was a field office where the designers were developing the plans. The townspeople could go into the office at any time of day (and most of the night) to make more suggestions or change the plan. Their involvement wasn't just limited to the workshop forum. At the same time, the architects were living right in the town, and were exposed to the daily living patterns of the town. Their perception of the physical/social relationships of the town were influenced by living directly with the people of the town. The townspeople knew that the planned product was a flexible physical concept that didn't prohibit certain social patterns from occurring that are very obvious in the existing town. This was an important guarantee for them.

The input of the children was an important part of the town's involvement. Where the trails, hills etc. were, and how they oriented themselves in the community was well known by the parents. The older people recognized the flow patterns by where the children went. Looking at the flow pattern of the town, physical boundaries of separate parcels of land disappear. The flow pattern is superimposed over the physical boundaries of individual property. Pathways through vacant lots, and

open spaces intertwine throughout the town. Both parents and adults as well as children use these paths. Paths from lakes, rivers, and open spaces show that all these spaces are public spaces. There are no fences, except to keep a stray dog out of a garden. They aren't fences for privacy, and the people want it that way. They reinforce it. The social patterns don't conform to property boundaries. It transects all of it and that's the important element that has caused the streets and open spaces to be reflected in the new town concept.

The town will never be the same, though. Their inputs caused that to happen. It broke down barriers, and emphasized certain priorities in spatial movement. This became very high quality in terms of the physical design concept, in terms of environmental quality and the social capabilities of the town to grow. Their inputs made it possible for them to move to the new town and feel comfortable in that new setting. It started with the children in the elementary school, and the workshops, from the older people on a day-to-day basis, in the architects design field office, to the final workshops and presentations. There were many levels of intensity during the workshops. Some were more important and productive. The people know the land in their area, they know the flood plains, they know the changing seasons. Their inputs were critically important. The workshops have definite tangible products that can be measured from the workshop statements.

The inputs of the local citizens can be summarized in their recognition of what exists as well as what is used as important elements in the existing town. To have the opportunity to develop those same things in the new site is a guarantee for the people of North Bonneville.

The Development of Red Tape

The workshops helped develop the criteria needed to produce the kind of town the people wanted. Through surveys, group sessions, and direct questioning a list of elements for the new town were developed. Four workshops provided the base for decision making. These workshops, spread out over a period of a year, produced the Scope of Work for the new town. The list provided below is a brief summary of the agenda and accomplishments the townspeople, architects and planners worked together on in the planning stage of the new North Bonneville.

WORKSHOP #1 NEEDS

1. individual expressions of needs & wants
2. Formal Needs Statement
 - priority considerations
 - resource allocations

WORKSHOP #2 SITE ALTERNATIVES

1. examine all site alternatives
2. four sites studied
3. sites reflect requirements for needs statement
 - soil limitations
 - flood hazards
 - existing land use patterns
 - enviornmental quality
 - aesthetic considerations
 - historical & cultural considerations/ significance
 - economic potentials
4. presented alternatives
5. alternatives refinded
 - requires an update of needs statement
6. Site Alternatives Statement

WORKSHOP #3 LAND USE AND DESIGN IMAGES

1. illustrate series of preliminary town layouts.
2. most acceptable town layout for each alternative.
3. initial physical design layouts.
4. potential impacts assessed to each alternative.
5. construction time element.
6. distribution pattern for excavation spoils.
7. noise mitigation.
8. general criteria for municipal buildings.
 - requirements of federal & state laws
9. Formal Land Use and Design Images Statement.

WORKSHOP #4 OPTIMUM NEW TOWN

1. analysis of:
 - comprehensive plan
 - transportation facilities
 - comparison between old & proposed municipal facilities.
 - size and location of sewage treatment plant
 - detailed statement of betterments
 - land acquisition plan

FORMAL PRESENTATION

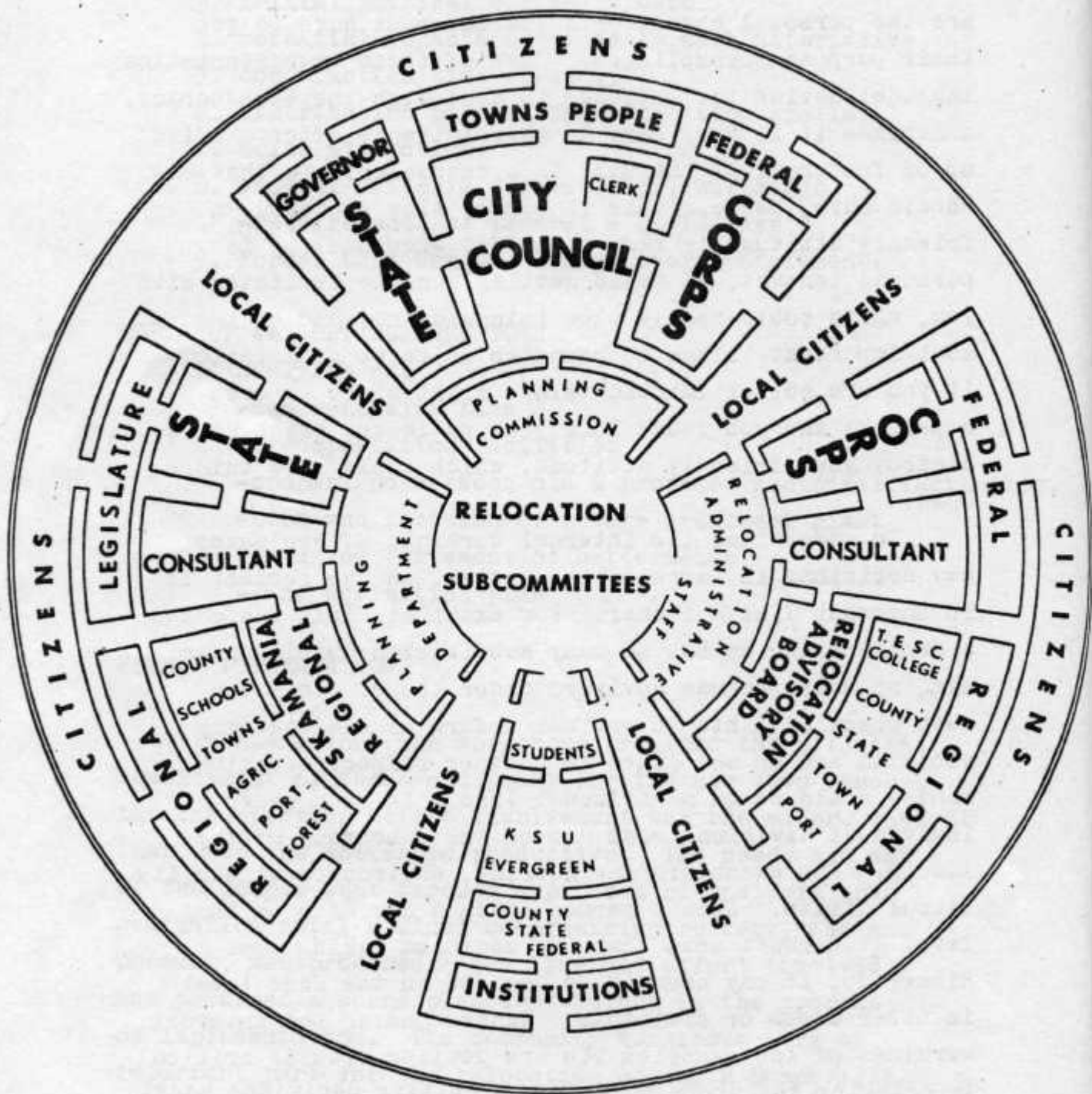
In summation, the workshops provided the efficient development of ideas and plans for the new town concept. the townspeoples active involvement was the major, element that made the workshops productive. The needs and wants of the people went through a process of analysis and evaluation until a final compromising concept, the end product, was produced. The time and effort involved has produced a sound plan that is now in the process of implementation. The community workshops were an important part for the relocation of North Bonneville.

The Bureaucracy of Red Tape

In this chapter we will be discussing the ways of dealing with large bureaucracies, and also ways of getting through or around red tape. An important factor in considering dealing with large bureaucracies are the personal characteristics one must have to get their purpose accomplished. Some of these characteristics include: Having the patience to deal with the bureaucracy, sometimes it is very hard to have patience after a build up of frustration. Stamina is a characteristic that one should have, because this is a very slow process. A friendly attitude is very important when dealing in personal contact, to avoid getting someone irritated with you, which could really slow things down. One of the most important things to remember is to be optimistic, if you are not optimistic things might start to seem hopeless, and you could lose your patience, which could destroy your friendly attitude, which could slow things down.

To understand the internal workings of who makes key decisions in large bureaucracies, in one respect it is somewhat like a ladder. For example: This man makes a decision and he has so many subdivision chiefs under him, so many program advisers under those. This man must check with his supervisor before he can make any decision and so on. Then in another respect decision making could be on a horizontal line. In many cases individual division heads are on the same rung of the ladder. For example: Engineering, environmental quality, fiscal office. When a person makes a decision on that level it doesn't mean that the decision making goes higher up, it may need to be decided on the same level in other areas or divisions. Understanding the internal workings of the agencies you are dealing with is critical in bringing resources to bear and getting decisions made.

NORTH BONNEVILLE RELOCATION



**INTERGOVERNMENTAL AND INTERAGENCY
STRUCTURE**

One of the most important things to keep in mind is to know what agencies can bring resources to bear no matter what the internal structures of the bureaucracies are. A way of doing this is to create a kind of a circle of resource agencies that interrelate in one way or another. For example: The town of North Bonneville has a direct link legally and constitutionally with the State of Washington, because of its allowable latitudes under the law. Therefore, within that circle of intergovernmental ties there is a very close link between the town and the State. There is also an accountability between the town and the State. This is a two-way accountability. In the intergovernmental ring accountability of the whole system is toward the local citizens, and to a broader degree the citizens of the nation that are represented by the outer edge of the ring. Once you get the players in the ring you have a centrifugal and centripetal force and flow that goes on. You're not just working on a horizontal line in a linear sense, you're working on a circle or sphere of interrelationships. There's a constant flow within the sphere and a centrifugal and centripetal force going towards the center where the orientation of the project is concentrated. You have a mixture of citizen inputs, and an interaction with the different spheres of influence that are penetrating this intergovernmental ring, where the decision makers are and the resources are allocated. Whether it be the writing of a book or an analysis or a formation of an analysis or the physical building of a town, there are an infinite variety of interrelating and intergovernmental utilization of resources. Once you get this intergovernmental and interagency sphere organized you begin to understand how far each particular agency

NORTH BONNEVILLE

can go in a defined area, what their authorities are, what their resources are, if they're available and where those resources may be applied within the project you are involved.

When you pinpoint a resource that should be applied or could be applied, you can begin to look at the ladder sequence within that particular governmental unit that you have to go through, and the particular requirements that have to be met before you can even start on the ladder. See if you can, if fact, apply those resources. In many cases it can be done very easily by just asking for their help. Here's an area that we think you have the authority and we need your help. In some cases, you will find that without the allocation directly to your program they have expertise and they can give you direct intergovernmental assistance within their budget. For example: The town of North Bonneville contacted the Underwood Conservation District for assistance in soils analysis. They are already budgeted to assist in this area, it is just a matter of the intergovernmental tie-up to concentrate some of their energies in a specific area. Once you find these things out you can put a whole series of programs together that are constructively contributing to the solution of your own problems, or to the program that you have generated. You find out what the agencies apportioned responsibilities are within their own agency, and the budget applied toward those responsibilities. They may have them channeled directly to your project. A key point to remember, is that, through a intergovernmental sphere a lot can be accomplished without budgeting independent monies to do the job.

The main goal, to succede in building this sphere and getting the whole system into flow, is to gather all

the resources that could apply to you and find out what agencies can contribute within their own budgets. This takes a great deal of time. In order to make this task a little easier the town of North Bonneville set up a Regional Planning Council to assist in the development stage. The town also set up a Relocation Advisory Board to intergrate these agencies capable of providing direct input and financial assistance for the development of a single relocation plan.

When dealing with these bureaucracies an affective way to correspond with them is by letter. The bureaucracy has a procedural mechanism they have to go through every time they receive a letter. When you send a letter to a federal bureaucracy they have to answer it. This is a great strength in dealing with a bureaucracy. Letters are important, but they can't be just general letters, they have to be very specific. If they're specific they'll send certain signals to the federal bureaucracy that have to be responded to. From that standpoint you have considerable leverage, but if you send a general letter you will most likly get a response that does not answer your question. A critical thing to remember is the importance of sending the letters to the right people. If the letter is sent to the wrong people you could get caught in the confusion of paper work and never get the right answer.

An important thing to remember when looking at federal bureaucracies is that they are public servants.

They are created by congress, in fact, to implement the law, and not to create the law. They have the obligation to help people within their authority. If you understand the intent of the law that an agency is required to implement, and understand, through a

process of tedious analysis of your own situation, how the law should apply to your particular circumstances, and bring that out to the agency, they are required by law to respond to you.

The fact that the red tape and paper work goes on, is a fact of life. How you make that paper more effective is a matter of experience and understanding of the bureaucracy you're dealing with.

The list below is of Federal, State, and Local Officials and Agencies used to help with North Bonneville's relocation. This list is specifically for Washington State, but from this list similar agencies throughout the United States can be contacted.

ELECTED OFFICIALS

THEIR STAFF

United States Senate

Warren Magnuson

Mike Stewart 202-225-2621

Henry M. Jackson

Russell Brown Capital Exchange

Denny Miller 202-274-3121

U.S. House of Representatives

Mike McCormack

Randy Rawson 202-224-3121

Govenor

Daniel J. Evans

Jim Dolliver 206-753-6780

Washington State Senate

Al Henry

503-386-2211

Washington State House of Representatives

Harold Zimmerman

206-834-2228

County Commisioners

Town Councils

FEDERAL AGENCIES

U.S. Army Corps of Engineers
H.U.D. Housing and Urban Development
H.E.W. Health, Education and Welfare

WASHINGTON STATE AGENCIES

Office of Program Planning and Fiscal Management
Nicholas Lewis State Planning 206-753-5297
Department of Ecology
Dennis Lundblad: Environmental Review Section 206-753-2353
Rod Mack: Shoreline Management 206-753-6878
Office of Community Development
Ron Clark: Local Planning Assistance 206-753-4900
Bert Baron: Local Planning Assistance 206-753-2219
Verne Gibbs: Comprehensive Health Plan 206-753-2246
David Foote: Human Resources 206-753-2201
Leslie Nichamin: Grant Research 206-753-4986
Nick Pettit: Planning Assistance 206-753-2222
Department of Commerce and Economic Development
Bill Leif (Vancouver) 206-699-6252
Merlin Smith: Economic Development 206-753-3065
Department of Highways
Frant Moffet: Architectural Division
Department of Natural Resources
Jerry Thorsen: Mines and Geology 206-753-6183
Rodger Harding: Resource Inventory 206-753-5338
Superintendent of Public Instruction
Norm Westling: School Facilities 206-753-6702

REGIONAL AGENCIES

Mid Columbia Economic Development District
Dick Pearson: Director 503-296-2266
Frank Dinsmore: Sr. Planner 503-296-2266

Ray Bartlett: Economic Planner 503-296-2266

Klickitat-Skamania Community Action Program

Henry Stevens: Director 509-427-8658

LOCAL AGENCIES

County Engineers Office

County Planning Commission

Underwood Soil Conservation District

County Extension Agency

County Port District

County Treasurers Office

County Assesors Office

County Auditors Office

County Prosecuters Office

County Sheriffs Office

TOWN OFFICIALS

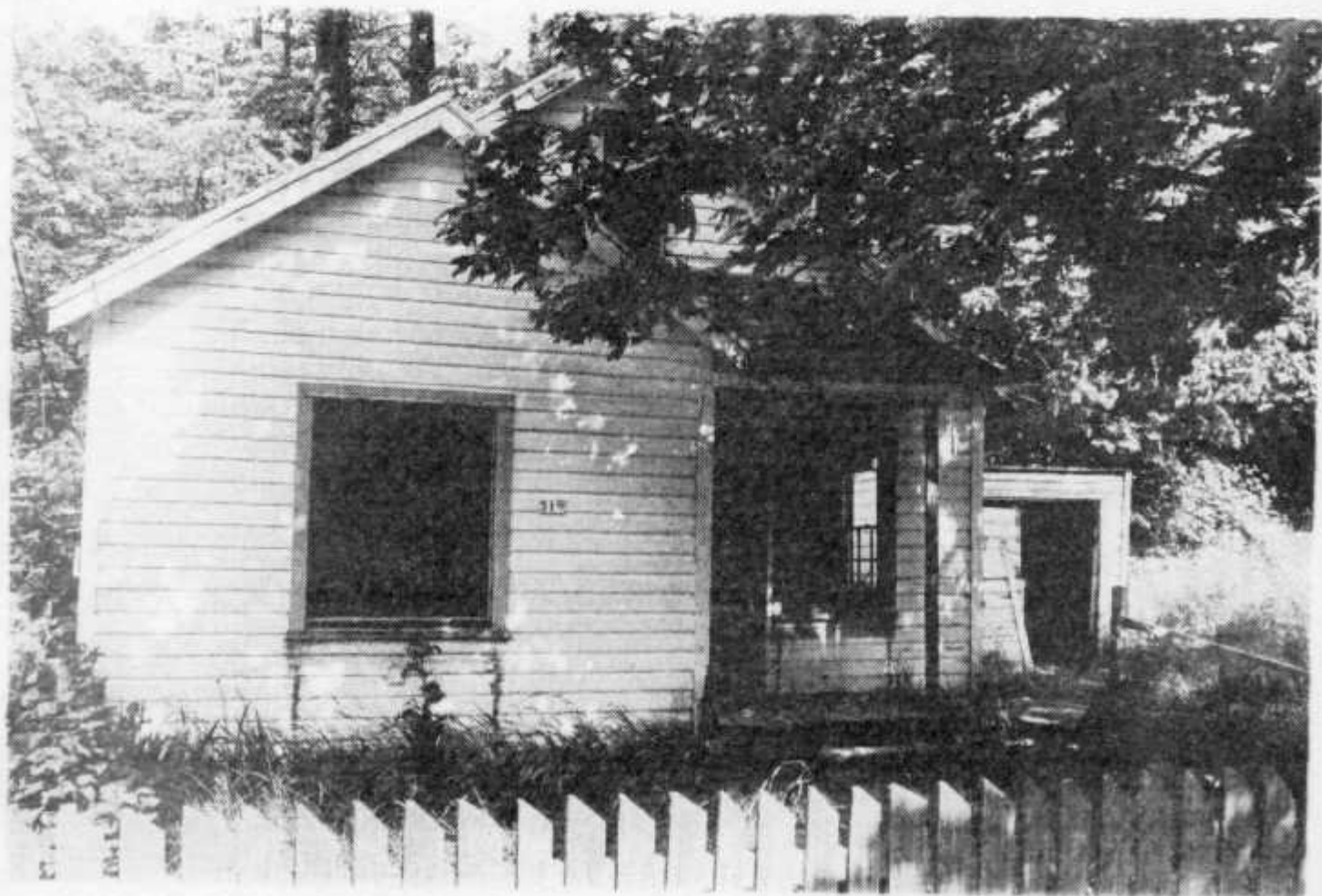
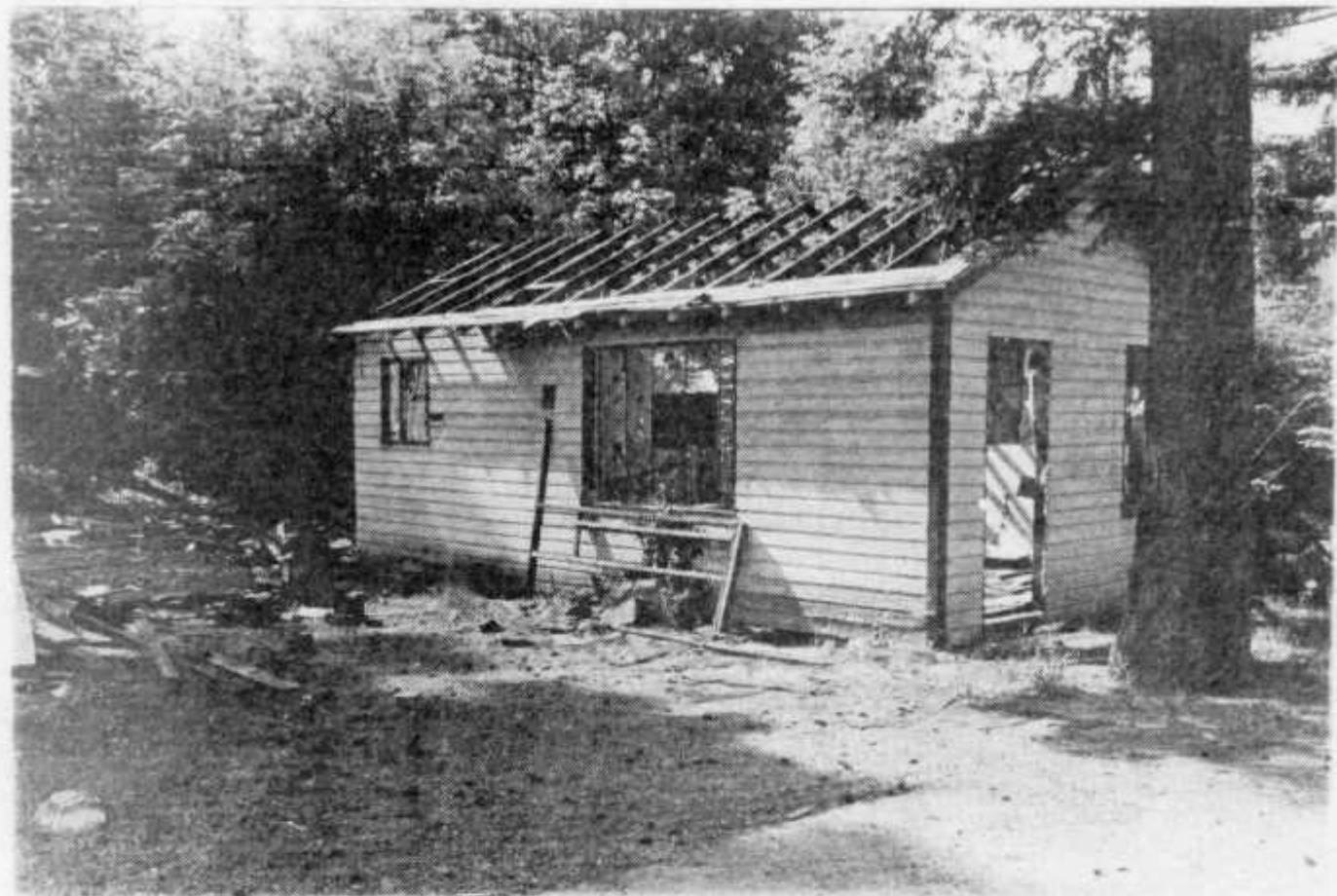
Administrative Assistant

Town Clerk

Town Engineer

Town Prosecutor

Town Marshall





Rhetorical Conclusions

Throughout history the Columbia river has been an assential part of life in the northwest. For the people who live along the river it is their life source. These people utilize its power, admire its beauty and use the water for irrigation, transportation and recreation. To accomodate human needs the Bonneville Dam was built mainly to create better navigation and produce jobs during the jobless years of the depression. The Bonneville Dam was to be the first major dam of over 80 dams on the Columbia and its tributaries. Today there are 13 major dams on the river.

The town of North Bonneville sprung up during construction of the Bonneville Dam and its powerhouse. Now, 40 years later, the town must concede to still demanding human needs. We must look ahead to furnish needed electrical power for the future. Peaking the Columbia for increased dependable capacity and electrical energy is one way to meet these needs. A second powerhouse on the Bonneville Dam has forced the town of North Bonneville to relocate, as a whole, a mile downstream. The townspeople didn't want to give up their town for the sake of progress. Instead, they have joined the progress. Setting a national precedent in planning, the town must and is going through a difficult period in its own history. Other towns such as Arlington or Boardman Oregon have been in similar situations, but never before has a town been able to design and plan its own new town.

The Army Corps of Engineers, the major bureaucracy helping to implement the move, is the only agency with the authority and financial capabilities to execute such a large scale project.

The new North Bonneville town project is set amid the same beautiful area of spectaular scenery that the

townspeople have become accustomed to. Because this area is so important industrially, transportation wise, and recreationally the optimum new town population is projected to be doubled of that presently, by 1980. The town prides themselves in knowing that this new town is their own design and that it will be built to meet the needs of the people.

Even though the relocation of North Bonneville has been a slow and difficult process, the community involvement in relocation has strengthened the townspeople's pride in their community and their ability to accomplish a goal that didn't seem possible by working together as a unit, and each contributing in part to the reality of the new North Bonneville.

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